Saskatchewan Education

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SCHOOL SUPPORT SERVICES: SYNTHESIS PAPER

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SYNTHESIS PAPER

Report of the Sub-committee

for the

Curriculum and Instruction Review

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July 1983

This paper was prepared for the Curriculum and Instruction Review and does not necessarily reflect the view of Saskatchewan Education

School Support Services Sub-Committee

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PREFACE

As part of the Curriculum and Instruction Review in Saskatchewan several subprojects were developed in order to examine a wide range of variables related to schools and education.

One such project, School Support Services, is now complete. In order to communicate the project's information in a direct, concise form, this Synthesis Paper has been prepared.

A larger source document, entitled School Support Services, is available on a loan basis from the Executive Director, Policy, Planning and Special Projects Division, Saskatchewan Education.

As well as presenting the information concisely, this paper differs from the original project report in the following ways.

At the direction of the subproject committee this paper will take a problem oriented approach rather than the descriptive approach in the initial paper. Secondly this paper will provide recommendations which have evolved from subproject committee deliberations around the larger more detailed information.

Further, the initial paper attempts to keep the sample size always in the forefront of the readers mind. This paper based upon confidence in the validity of the range of information found within the sample and upon confirmation from the literature and national interviews, will move away from this factor.

Finally, this paper is reorganized in order to provide more detailed information about the Framework and Plan of Action due to acceptance of them by the Subproject Committee.

The Table of Contents of the report - School Support Services is:

Preface	i
Introduction	1
Relationships	18
Issues	34
Models	40
Indicators	47
Framework	49
Plan of Action	56
Conclusion	60
Bibliography	61
Appendix A - List of Interviews	A1 - A3
Appendix B - Organizational Charts	B1 - B
Appendix C - Search of the Literature	C1 - C92
Appendix D - Saskatchewan School Support Services	D1 - D54

This Synthesis Paper first draws upon the above Issues section, describing the issues and the problems. The evidence that such problems exist will be provided from information in the larger report found in Appendix C, D and in a summary which is part of the introduction.

Next this Synthesis Paper will select from the Models section some alternative methods of solving the problems and issues. Three alternatives offer a range of methods, focusing on those deemed most appropriate according to information from the Saskatchewan interviewees and from the literature.

Finally a description of the Framework for the Delivery of School Support Services incorporating the alternatives followed by Recommendations in order to implement the Plan of Action concludes this paper.

TABLE OF CONTENTS

	Page
PREFACE	ii
BACKGROUND	1
Definitions	1
Procedures	3
RESULTS OF THE INTERVIEWS	
Introduction	5
Question 1	5
Question 2	5
Question 3	10
Question 4	10
Question 5 and 6	11
Question 7	11
Question 8	11
ISSUES AND PROBLEMS	13
Issue 1: Should the School Act as a Social Agent?	13
Issue 2: How Should Services be Organized?	19
Issue 3: Should Services be Co-ordinated?	23
Issue 4: How Should Local Features be Accommodated?	24
MODELS	27
Personnel	27
Co-ordination	28
Summary	29
FRAMEWORK FOR DELIVERY OF SUPPORT SERVICES	30
Initiation Phase	31
Implementation Phase	32
Incorporation Phase	33
RECOMMENDATION AND THE PLAN OF ACTION	34
IN SUMMARY	39
APPENDIX A - SUMMARY OF SASKATCHEWAN SCHOOL SUPPORT SERVICES	40
APPENDIX B - IMPLEMENTATION PROCESS CHECKLIST	45

BACKGROUND

The following information from the initial report School Support Services is provided as background for the reader.

Purposes

The report's purposes are to:

1. define and conceptualize support services
2. describe the present level of support service activity in the province within limits proposed by the sub-project committee
3. from the literature establish a set of indicators or principles that determine how support services enhance curriculum and instruction
4. examine alternative models used for implementing support services
5. develop a framework for delivering support services
6. propose through recommendations an action plan for implementation of support services in Saskatchewan. (Contract: terms of reference, 1982).

Definitions

Initially the following operational definitions of school support services, classified as social, community, parental, and staff/program support services, were used to gather information for this report. As the search and in depth interviews progressed the definitions in two areas were immediately expanded. It became apparent that community resource services and parental involvement services could include participation in policy, procedures and program development. Basically, however, all interviewees concurred with these definitions.

SOCIAL SUPPORT SERVICES are provided from inside or outside the school by government agencies and include services such as guidance services, health services, psychological services, audiology services, speech pathology services, and school social work services and attendance services which are concerned with the total welfare of pupils.

1. Guidance Services - services such as counselling with pupils, counselling with parents, consultant service to staff members, pupil appraisal services, information services, maintenance and interpretation of cumulative records of individual pupils, placement services, evaluation services, financial aid services, referral for additional guidance services.

2. Health Services - services such as compilation, maintenance, and use of pupil health records; health appraisal; nurse services; provision of care of emergency illness and injury; inservice education on health services, health counselling for individual pupils; communications to parents about health problems of pupils; dental services; psychiatric

services; immunization program; prevention and control of communicable diseases; adjusting programs of health needs of individual pupils; promoting a healthful school environment; a food program for needy children; referral for diagnosis or treatment.

3. Psychological Services - services such as administering psychological tests, interpreting results of psychological testing, psychological counselling, psychotherapy, consultant services to staff members, and referral of pupils for further clinical diagnosis or treatment.

4. Audiology Services - activities organized for the identification of children with hearing loss; determination of the range, nature, and degree of hearing function; referral for medical or other professional attention as appropriate to the habilitation of hearing; language rehabilitation; auditory training, speech reading (lip reading), and speech conservation as necessary; creation and administration of programs of hearing conservation; and counselling and guidance of children, parents and teachers as appropriate.

5. Speech Pathology - activities organized for the identification of children with speech and language disorders, diagnosis and appraisal of specific speech and language disorders, referral of medical or other professional attention necessary to the habilitation of speech and language disorders, provision of required speech habilitation services, and counselling and guidance of children, parents, and teachers as appropriate to the habilitation of speech and language.

6. School Social Work Services - activities such as investigating and diagnosing pupil problems arising out of the home, school or community; casework services for the child, parent, or both; interpreting the problems of pupils for staff members; and promoting modification of the circumstances surrounding the individual pupil which are related to his problem insofar as the resources of the family, school, and community can be effectively brought to bear upon the problem.

7. Attendance Services - activities such as prompt identification of patterns of attendance, promotion of positive pupil and parent attitudes toward attendance, analysis of causes of nonattendance, early action on problems of nonattendance, and enforcement of compulsory attendance laws.

COMMUNITY RESOURCES include non-government organizations, facilities, and personnel, such as theaters, parks, playgrounds, libraries, art galleries, museums, zoos, planetariums, botanic gardens, churches, Boy Scouts and other youth groups, service clubs, industries, and individual, including representatives of various occupational groups, cultural groups, and civic organizations.

PARENTAL INVOLVEMENT includes parent participation either at the school level in activities such as helping in the office or library, or in the classroom listening to children, assisting in with field trips or as resource personnel.

> STAFF AND PROGRAM SUPPORT SERVICES include those academic supports provided from within the schools by the boards of education or by the Department of Education such as: services (activities and personnel) aimed at improving policies and procedures, providing resources and inservice, and providing opportunities for local curriculum development and professional growth (Putnam, Chismore, 1970).

Procedures

A number of face to face and telephone interviews were conducted with various directors; teachers; government officials from Education, Social Service, Health; members of the business community and members of professional organizations in Saskatchewan and across Canada. A complete list is provided in Appendix A of the detailed report.

The Saskatchewan directors were selected to provide a range of information, thus the following variables were taken into consideration:

> schools in rural/urban areas, in low or high socioeconomic levels by region, in public or separate boards, in small or large schools, in Kindergarten, Division I, II, III, IV, with multi/split or single grade classrooms, in French, Ukrainian, German or Native ethnic areas, using the Saskatchewan Joint (Shared) Services Program, having been included in the Social Services Community Resource Project (Exner, 1982), the Saskatchewan Culture and Youth Community Resources Project (1982), and a developmental centre.

The directors selected teachers of their choice from Division K-IV as requested.

Across Canada via provincial Deputy Minister's offices Department officials with a provincial view of support services, were contacted. These people, in turn, provided the name of a local director of their choice who in their opinion would be able to provide a range of information regarding support services in that province.

Other Saskatchewan government officials were selected from contacts beginning in the Ministers' Offices of Health and Social Services and through the office of the Executive Director of Policy, Planning and Special Projects in Saskatchewan Education.

To reiterate, a range of information about support services in Saskatchewan and elsewhere is what was sought. This report does not purport to be a definitive study of support services in all of Saskatchewan.

When faced with constraints of funds and time, given a choice between a wide range survey questionnaire or fewer in depth interviews the latter was selected for various reasons.

Eight open-ended questions were devised around which the interview was structured. They are:

1. How do you define each of the following: social community, parental staff/program support?

2. What is available for use by the school, children and parents in each of the following: social, community, parental, staff/program support services? Rate the use made of the service on a 1 (very little) - 10 (over loaded) scale (7 is optimum).

3. How was each of these services developed in your school community?

4. What more is needed and should be available for use in each of these services? Why? What is not needed?

5. What procedures are followed in order to use each of these services at the present time?

6. How should each new service be developed and made available for use?

7. Rate your school community on a 1 (poor) - 10 (excellent) in regard to the effect of each service. Why?

8. Comments

Following the interviews, a thorough search of the literature was conducted.

The writing of this report concludes this portion of the subproject.

RESULTS OF THE INTERVIEWS

Introduction

This section of the report briefly summarizes what was found during the interviews. By supplementing the findings from the interviews with data from department files an attempt has been made to describe that which exists. For ease of reference the results are reported on question by question as asked in the interview.

The findings are also summarized in table form in Appendix A.

Question 1: How do you define each of the following: social community, parental staff/program support.

In general teachers/principals and directors concurred about the definitions of school support services. Inclusions of the learning disabled and the gifted were heard from both groups. A small group emphasized the role of parents and community input into policy and procedures.

Question 2: What is available for use by the school, children and parents in each of the following: social, community, parental, staff/program support services? Rate the use made of the service on a 1 (very little) - 10 (over loaded) scale (7 is optimum).

Social Service Support

Around question 2 there appears two clusters.

Where there was satisfactory communication: (from the teachers/director's view), written policy, guidelines or handbooks; open access to the director and a focus on school based decision making; directors and teachers expressed having complete information about the availability of resources. In these instances if the need was evident the use was also rated optimum.

In contrast there was either apathy ('It doesn't matter anyway, nothing is done'), frustration or an 'I'll ask the principal; attitude in instances where the teachers had to rely on forms and/or screening processes in order to validate need for prossible referral. The use was not highly rated due to time, accessibility and value concerns.

Concerns were raised with respect to accessibility in rural areas (if services were outside the school itself), the unreliability of social work services and the lack of counselling and speech services.

Within current limits Health Services were well accepted by both groups, except in a few instances in regard to ear/eye screening and record keeping responsibilities.

Discussions with directors about attendance services, prompted concerns about dropouts and motivating 14-16 year old. Division III and IV teachers concurred.

Community and Parental Involvement

In regard to community resources/parental involvement no clusters appeared. The development of those supports varied, on a few occasions they were co-ordinated at a board level, but they were usually a school responsibility. In some instances neither directors nor teachers know what was being done in the schools. On the other hand, Community School interviewees provided full information. Some systems had strong support from such things as; Police Liaison Junior Achievement and fine arts organizations. Others had not tapped this resource.

Staff/Program Support

The availability of staff/program support services varied widely in terms of quantity and qualities.

In quite a few instances the input opportunities into policy and procedure outlined by directors or principals was not adequate from the teacher's viewpoint. Some teachers felt that their opinions, no matter how well supported and organized, were passed over or not given the 'weight' they merited. The lack of money is often viewed as an excuse.

Inservice resources vary across the province. Some schools have teacher days in contrast to large full system conventions. Some systems have no consultants, others use many. Inservice planning takes many forms. In some cases need assessments are carried out. Professional development committees with advice from other personnel develop some or all of the in-service.

Consultants (provincial, regional, district) are viewed as resources for inservice, as assistance, on a scheduled basis or if they are in school they are viewed as a staff member who co-ordinates services of many kinds. A little evaluation is usually done informally.

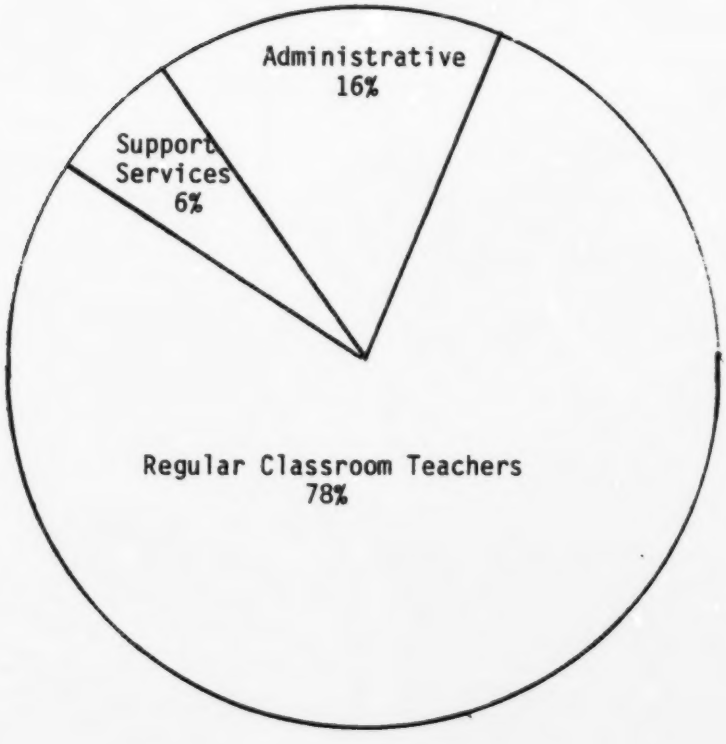
Time to: use resources, respond to policy input opportunities, consult with personnel, and manage inservice is seen as a major problem.

Almost every interviewee in this sample indicated that local curriculum development was used as needed. Some are using it less now, but still see it as a resource service. Time to do it is sometimes given, funds are sometimes provided, committees/secondment are some approaches used. Variety is the prominent feature. Co-ordination and registry information was requested.

At the provincial level, in September 1982 there were a total of 11,091 full-time professional educators employed by school boards in the province. Seventy-eight per cent of these were regular classroom teachers, 16 per cent occupied administrative positions and six per cent provided support services (Figure 1).

Figure 1*

Professional Full-Time Educators
in Saskatchewan 1982-83

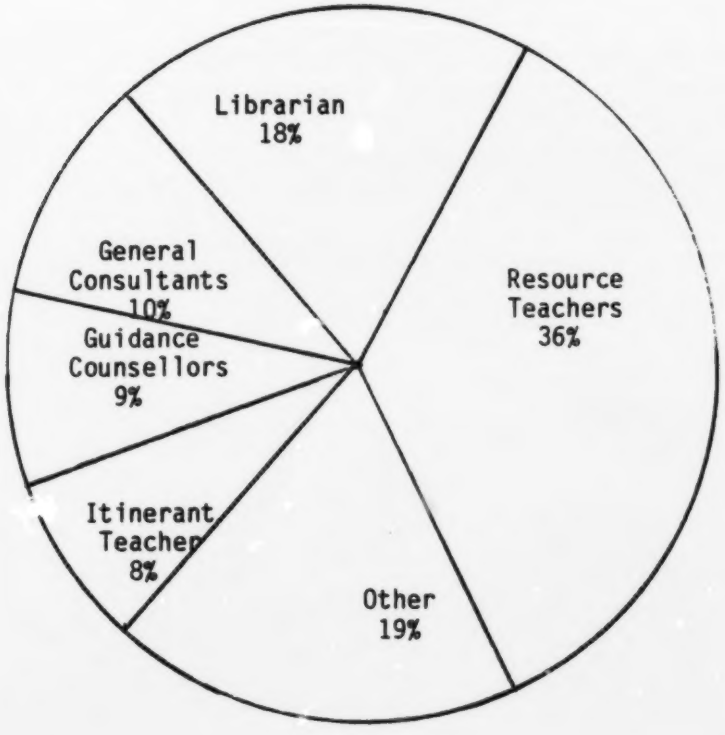


Of those school board support services that exist in the province 36 per cent are resource teachers, 18 per cent are librarians, nine per cent are guidance counsellors, 10 per cent are general consultants and eight per cent are itinerant teachers. The remaining 19 per cent include, Driver Education Co-ordinators, Speech Consultants, Mental Health Consultants, and Special Education Tutors (Figure 2).

*Source: Saskatchewan Education

Figure 2*

Roles of School Board Professional Full-Time Support Staff
in Saskatchewan 1982-83

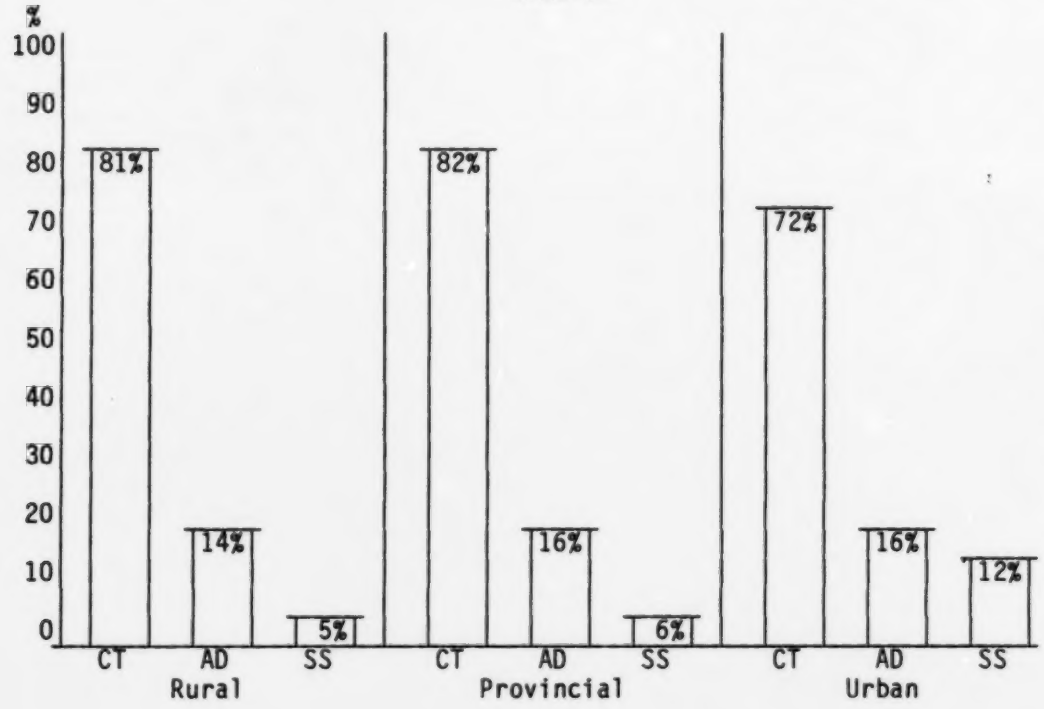


*Source: Saskatchewan Education

There is a wide discrepancy among urban and rural school divisions in their ability to deliver support services to their schools. An analysis of staffing profiles in three categories of Saskatchewan school divisions (Figure 4) demonstrates these differences as does an analysis of human services provided by the Saskatchewan Department of Social Services (Figure 5).

Figure 4*

Rural/Urban Comparisons of Professional Educators by Roles
1982-83

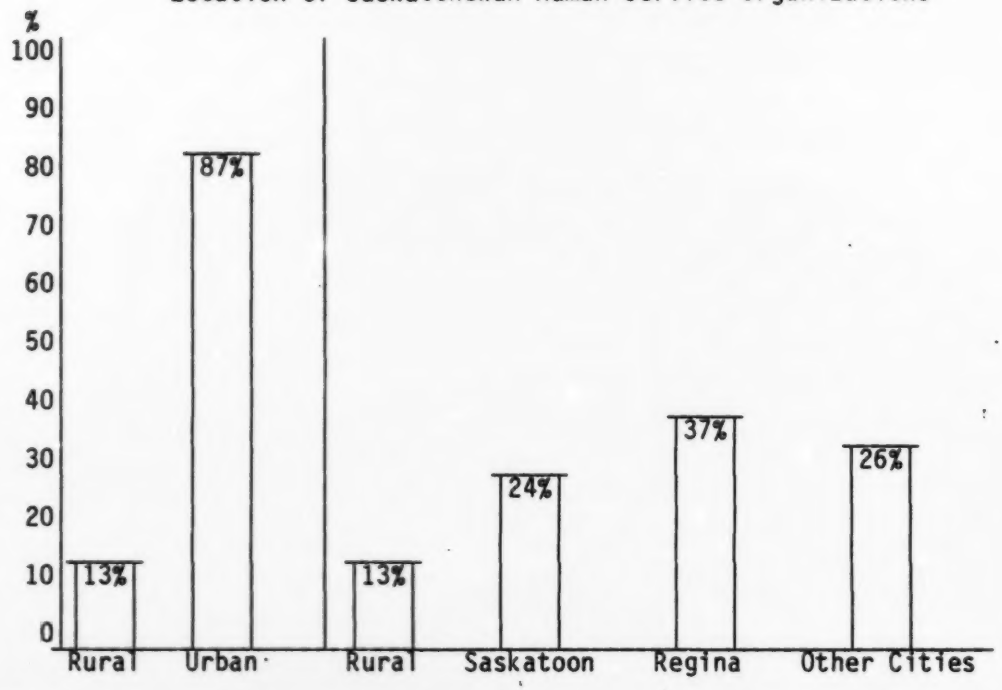


CT - Classroom Teacher
AD - Administrative Personnel
SS - Support Services Personnel

*Source: Saskatchewan Education

Figure 5*

Location of Saskatchewan Human Service Organizations



*Source: Department of Social Services

Question 3: How was each of these services developed in your school community?

The information around question 3 how were the services developed were sketchy in most instances. Personal anecdotes were given by directors who had either been in the position for a long period or who had had to address crises based on past difficulties. Teachers generally did not know how services had been developed.

The community background from both educators was often similar. In a few instances the teacher viewed the community as more hostile or apathetic than the director.

Teachers and directors both requested organizational charts about various government departments and agencies and information about recent changes, trends and objectives.

Question 4: What more is needed and should be available for use in each of these services? Why? What is not needed?

The responses around question 4, show similarities and differences. Teachers and directors requested guidance and speech services. The need for co-ordination of all services was a most prominent response by both

groups. These services were to include parental/community/staff services as well as social supports.

Many teachers requested input into staff/program support services in order to meet children's needs. The attitude was . . .if they'd ask us to do something about it, we could tell them and even help!

Relative to community/parental involvement the responses in this sample by both teacher/director were positive. If the involvement is sensitivily organized most interviewees would welcome support. If the fears expressed could be overcome the interviewees were optimistic about the value.

Questions 5 and 6: 5. What procedures are followed in order to use each of these services at the present time?

6. How should each new service be developed and made available for use?

Procedures were satisfactory and known if the authority for action rests at the school level. Conversely great dissatisfaction was expressed, especially by teachers, but also by directors, when authority is centralized. The more centralized the control of procedure, the greater the desire is to provide centralized services.

Many directors favor decentralization, stating 'the principal is the key.' Directors even seek ways to provide principals with more time to do these tasks at the expense of hiring fewer central office personnel. Time once again appears to be of great concern. 'How can principals do as much as is needed?'

Social sevices should be provided by the schools based on need. Parental/community resources should be locally developed using ideas from an information co-ordinating group. Staff/program services should be determined and managed by the school having a smorgasbord of resources approaches from which to select.

Question 7: Rate your school community on a 1 (poor) - 10 (excellent) in regard to the effect of each service. Why?

Across the responses the directors who expressed many goals, details and concerns relative to support services rated themselves lower. It appeared that personal expectation and knowledge about the potential of support services influences the effectiveness rating. Teachers often concurred with directors, however, where there were discrepancies in regard to responses around question 2, there were also discrepancies here. Generally staff/program supports were rated lower by teachers and both groups rated social supports lower except for Health services. Parent/community resources were rated high if they were in place.

Question 8: Comments.

Each person was asked to select any topic of concern related to support services which if they had several days they would pursue via research etc.

Following is a list of comments and topics of concern.

- How to market Education/Public Relation Program
- Instructional Strategies for High School Teachers in Multigrade Classrooms
- How to Overcome Distances and the Provisional of Support Services
- How to Meet the Needs of 12-16 Year Olds.
- How to Supervise Teachers
- Effectiveness of Principals
- Director's Role in Fiscal Responsibility
- What About Provincial Standards?
- What is Equality in Eduction?
- Are we Giving 'Normal' Kids a Fair Shake?
- What is the Continuous Program and its Relationship to Support Services
- Inservice Package: Supervision
- Gifted Children: Curriculum Development, Inservice Package
- Contract for Professional Growth
- How to Change Parental Attitude
- School Truancy and Hockey Tournaments: What is Being Modelled About the Value of Education and Why?
- The Length of the School Year: Core Time
- Delivery of Speech Therapy Services
- School as a Social Agent - Why?
- Parental Involvement and Public Relations
- Work/Study Program: Survey
- Hearing-Disabled Child in Rural Saskatchewan
- Role of the Department: Define Limits of Education, Attune Services to Educational Issues, Take the Leadership in the Use of the Service
- Co-ordination of Support Services at All Levels
- Trustee Role: Proactive and Involved in Schools
- Getting the Administration and Staff Together. How?
- Eliminating the Competing Structure in Educational Organization
- Interagency Co-operation, Communication Co-ordination
- Filling the Gaps in Support Services
- Social Agent Dilemma
- Dropouts - Prevention
- Co-ordination of Resources
- Gifted Children: Practical Program Ideas
- School Flexibility
- Philosophical Directions of the Department of Education as Innovator/ Leader
- The Dynamic Principal: How to Develop
- How to Organize a Community Resource Service
- How Teachers Can Get a Support Service
- What Services Are Available in Saskatchewan and How Can Each Be Used: A Catalogue
- How to Develop a Community Resource Catalogue
- Parents: Day-by-Day Involvement
- Motoric Disability: Practical Ideas
- How to Develop a Provincial Tutorial Service
- Develop a Handbook re: Community Resource/Parental Involvement Using Teacher Input

ISSUES AND PROBLEMS

The following critical issues emerge from information gathered during interviews and a search of the literature about school support services (Olesen, 1983):

1. Should the school act as a social agent?
2. How should services be organized?
3. Should services be co-ordinated?
4. How should local features be accommodated?

There are many contingencies inherent in this list of issues which might be discussed, but in essence these issues are all embodied in one issue facing education:

> How effective is a school expected to be in educating children today?

It is each reader's definition of education that determines the effect the school is expected to have on children. All of us have an opinion; all have been through the system and all have a financial investment in education. Thus the debate rages. One form of the debate translates into the question:

Issue 1: Should the School Act as a Social Agent?

Those who say the school should act as a social agent are arguing that education has to accept a wider responsibility for socializing children by encompassing societal, vocational and/or self-development purposes. In order to do so, attention must be given to stimulating them to want to become useful citizens in a society that is ever changing its demands, opportunities and requirements. Attention must be given to how future citizens are to be prepared to cope with life styles offering a mulititude of work and leisure activities. Attention therefore must be given to the personal, interpersonal and intrapersonal development of each child, teaching them to balance their unique needs with the needs of others. In so doing the school acting as a social agent opens the educative process to the resources, services and demands of parents, the community and other professional resources.

The more narrow view of a school's responsibility argues that schools do not have the time or the resources to become social agents. Education should concern itself with providing children with opportunities to read, to write and to do arithmetic. Surely that is a big enough job especially when one considers this is what educational personnel are trained to do. Academics is a valid pursuit. Already there is a lack of time in the curricula and the current information explosion seems to be steadily increasing the amount of knowledge children have to learn.

The major problem, then, seems to be how best to help children take advantage of all the opportunities education has to offer. For even in a small group of youngsters, close in age, there are some who can and some who

cannot use these opportunities. The reasons for this have to do with emotional, social, physical and intellectual factors which are varied and complex. These factors are prerequisites for being able to learn anything let alone being able to take advantage of an enriched curricula.

If a child is hurt, hungry and/or having to deal with other more pressing needs, the child cannot and will not learn. Nothing "teaching" can do will cause learning in this situation.

To do any kind of a quality job even in academic education the school is forced to address these prerequisite factors in effect making it a social agent. Without such attention, problems will multiply rendering our educational system ineffective in enabling all children to take advantage of the education provided.

Interviewees cited many personal experiences and made the following comments. In this scant sample the need for emotional, social, intellectual and physical prerequisite factors is exemplified.

> "I teach where 66% of the children needed help from an educational psychologist. They just fail and fall behind if they don't get it."
>
> "They drop out finally. They could learn but they don't want to. They have so many problems. They're often in trouble. They become the unemployed."
>
> "I've seen it in every child of two families. Without early help you can't stop the really tragic happenings."
>
> "These supports can effect behavior change in the classroom and the child is helped."
>
> "The public commitment is vital and I think healthier children are the result." (Olesen, 1983, p.6,7)

The literature clearly documents the effects of deprivation of prerequisite physical, emotional and social literature to describe how the subtle but critical "deficiences and imbalances (in nutrition) influences learning directly or indirectly" p.32. Hart (1981) points out that threat prevents the upper levels of the brain (cerebral cortex) from performing higher level thinking. Cities in Schools (1978) is only one example of literature which describes the effects of poverty, home disturbances, and race upon learning. These factors are also illustrated in Miles (1978) Zdrale (1980), Hepworth (1978), Tyack (1978), Marchand (1980), Eric #34 (1979 and Gay (1979).

In summary, Tyack (1979) provides a rather poignant view in describing the personal and social costs of deprivation.

> If a child is not white, or is white but not middle class, does not speak English, is poor, needs special help with seeing, hearing, walking, reading, learning, adjusting,

> growing up, is pregnant or married at age 15, is not smart enough or too smart, then, in many places, school officials decide school is not the place for that child. When one considers the high rate of drug use, unwanted pregnancies and venereal disease, and poor diet among teenagers, it is apparent that health problems persist. And the shockingly high rates of unemployment among teenagers, especially urban minorities (often above 40 per cent), suggest that the transition to work has become an acute social bottleneck, at least for an underclass. Clearly they (high schools) cannot do it alone, especially in the case of deep structural issues as high unemployment or racial or sexual bias. An urgent policy issue is how to translate this universal commitment into something more effective than compulsory seat time within the walls of a particular school building and to change it instead into a set of opportunities for youth academic and otherwise, that may make equality of opportunity more than a shibboleth.

While Tyack speaks for the general population this description is supported for Saskatchewan in Lives of Children (Olesen, 1982).

Adequacy of Resources

The reader is reminded that support services are classified as four different kinds; social, community, parental and staff/program support services. These support services are not meeting childrens' needs. Interviewees made the following comments relative to the scarcity of social support services.

> "They aren't in our immediate community. We can find them if we need to, but it's hard."
>
> "Outside the community they're just not dependable."
>
> "They're non existant."

Further, within the social support service category, the scarcity varies among the seven specific services defined. Suffice to report that four of the seven services (personal guidance, psychological, speech and school social work services) are most scarce and most needed. In the remainder there is limited service or the service is in a transitory phase.

With regard to the utilization of community and parental involvement support services as a social agent, a wide variety of these local, informal support services are sparingly used. Two factors have to be reconciled here: an assessment of the local situation along with some direction as to the level of involvement which can be encouraged. Interviewees identified school level governance involvement as an important type of missing variable. Scarcity of community work/study services for 14-16 year olds was often mentioned.

Support services for staff/program development is a social issue because 'quality' service (i.e., input into development of policy and procedure,

resources devoted to inservice and consultative support, local curriculum development and other professional development) is lacking. The literature provides many references as evidence that unmet needs due to the scarcity of service causes problems. For example, Miller and Menchinger (1970) quote Johnson, Stefflre and Edeltelt, "Yesterday's best is not good enough. Yesterday's best is, in fact, dangerously inadequate" because;

> urgent and complex demands of public education coupled with the increasing needs of our youth and our commitment to serve them, negates the possibility that in the future one individual (can) serve solely on his own (p.302).

Individual teachers are feeling a level of pressure in trying to meet these needs. When the school is expected to affect a child's life academically, socially, vocationally and personally given the mushrooming volume of useful information in each of these areas, the teacher faces a major constraint - the lack of time necessary to do an adequate job. Without support the teaching task becomes enormous.

Saskatchewan educators make numerous comments of which these are representative. Both directors and teachers discussed the time factor. Both often resort to deferring their personal involvement to other committees and groups but are dissatisfied with the inevitable consequences.

> "If only I had time--I'd" . . .
>
> "Oh well, I do what I can but there's only so much time."
>
> "There's no time--but would it matter anyway?"
>
> "Time on task--ha!.. how do they expect me to plan for it--that's what takes time... unless you want the ABC's in unison--10 minutes at a time."
>
> "I'm tired of being told that it's my responsibility-I know I'm in charge of this classroom but I am not given the trust, time, control of funds to carry out my responsibility. To take the initiative is to walk into a wall that says do more, do it better, do it with less money, after all you're so well trained now."

McCabe, McCabe and Prentice (1982), summarize the literature relating to learning including time and class size. Their conclusions are that "teachers need to use the potential of small class situations" p.26 if effect is to be realized. They quote Kash and Borick's (1982) summary of research on learning including time as a factor. The kind of time which students spent in an effective learning experience requires thorough and careful planning and preparation. Teacher support is critical in providing for this partnership. In this way time and class size can be viewed as a social support service ultimately for children's benefit.

The comments about the categories of supports related to the scarcity of services and scarcity of time indicate that educators are awaiting a decision about whether the school will accept the role of social agent. The

working with local needs and wants, educators can explore local resources and identify those gaps which must be addressed. The childrens' problems exist and are acutely felt by educators. Little can be done to alleviate the scarcity of service until a decision about the social agent issue is made and the necessary support is provided.

Making the Decision

In deciding whether the future role of the school should be a social agent, the reader should realize that there are several other questions which need to be answered.

1. How many of the approximately 200,000 Saskatchewan children need the support of the school as a social agent? All children at one time or another and for one reason or another need help, need enriched opportunities or require special attention in the form of a social, community, parental or staff/program support service.

2. How many of these children have critical needs? From Lives of Children Olesen (1982), these children all need attention: rural children who represent 50 per cent of the school age population (p.14); the children of the 50,000 urban working mothers (p.17); poor children who represent 10 per cent of the population (p.23); exceptional children who represent 10 per cent of the population (p.35); gifted children who represent 2 per cent of the population (p.41); native children who represent an estimated 12 per cent of the population (pp.55-58); Francophone children who represent 3.5 per cent of the population (p.59); children of divorced parents (p.65) or of single parents (p.71) who represent approximately 10 per cent of the school population and "children in care" (p.75f). Statistics related to day care, the suicide rate, the accident rate, nutritional needs, the influence of television, teen-age runaways, teen-age mothers and juvenile offenders (pp.78-86) all indicate areas for attention. Attention is needed for children with individual learning styles and learning disabilities, for children whose readiness level varies, for children who are in the middle school age group, for potential dropouts and for working students (pp.100-123). Some of these children fall into more than one category which compounds the need.

3. What will be the consequences if Saskatchewan people do not accept the school as a social agent? Some children will not learn, and some of these will drop out of school without an adequate education. Many of these children will get in trouble. The financial costs to society reveal themselves in social assistance aid, in unemployment costs, in prison costs, in legal and court costs, in drug/alcohol abuse and in medical costs. More importantly these problems are often passed from generation to generation begatting yet another expanding cycle of problems for Saskatchewan's future. With this cycle the costs escalate.

4. Will there be other losses if Saskatchewan people do not accept the school as a social agent? The major loss will be the wasted potential of children. Talents and the future contribution which could benefit

society are forever gone. Because of this loss the value of some of the energy and financial support now vested in education is wasted. Waste is a poor investment.

5. Why does the school have to accept responsiblity for meeting these needs? The school has no choice since some children cannot learn and since school is compulsory by law the school has a captive audience. If within this audience there are children who by law cannot be removed, and for whom there is no help, then the entire class is affected resulting in a diminished quality of education for those who are able to learn.

   Schools do have potential impact. Schools are in the position to facilitate home and service interaction. School is involved with youngsters at an early age when services are effective. Finally in some cases it comes down to the fact that no one else is willing to be involved.

6. Are there benefits to society of not becoming a social agent? Financial costs are less now. Involvement is less complicated. The responsibility for social action is placed squarely on the shoulders of parents were it "should be". Thus not all citizens have to contribute to the welfare of some children. Freedom of choice in the selection of whom one wishes to help is protected. With reference to this question the readers social conscience, the statistics and risks previously mentioned will determine whether these present and future consequences of not accepting the schools as social agents can be accepted.

7. Can the support services, previously described, effectively to the job of alleviating the problems or should another approach be used? Interviewees made these comments:

   > "They (support services) are absolutely vital to children today. Life is so much more complex than before."
   >
   > "The schools have to help in dealing with the really traumatic crisis for kids. We are often the first to know."
   >
   > "I know this child who because she got help now has just turned around. She's happy, is learning and answers the office phone--that's how they're useful."

   Virtually all of the literature in (Olesen, 1983) testifies to the effectiveness of support services in alleviating the problems which define the issue of being a social agent. If support services provided for more learning, fewer dropouts, better attendance and more constructive behavior they would be effective. Their effectiveness is only tempered by the ways in which services are organized and administered.

8. Finally, how much does being a social agent cost? These costs may be viewed in terms of financial investment and the investment of time, energy and commitment. Adding support services as part of the school

involves tremendous time in order to reorganize the delivery of existing services to meet the needs of children. Hiring specific school personnel to facilitate these services is costly and yet will pay financial dividends by freeing teachers and principals to do their jobs. The benefits to society will ultimately outweigh the extra personnel costs.

In the literature the cost of financial and human support is of concern because the cost/benefit ratio of support services are so intangible. Craig (1981), Sidel (1980), Steinberg and Chandler (1976), Watson (977), Hobbs (1981) and Evans (1981) describe and offer ways to address them. Maher (1979); Senft and Snider (1980) advocate rigorous evaluation procedures to establish the costs and benefits.

Issue 2: How Should Services be Organized?

Directors and teachers are in accord about the school's role as a social agent, providing the services are organized to ultimately help children. Organization is an issue because there are problems with it in the field. Interviewees cite the following:

> "If the supports were organized they'd be so useful to the schools, we need them and would use them."
>
> "We need to know the role of the regional, governmental and shared service personnel."
>
> "If we could get them (supports) to work maybe the school would work together and be better."
>
> "Parents and the community could be involved, but there's no organization."
>
> "Our opinions are requested but not given proper 'weight' when decisions are made."
>
> "We have to wait three months for someone to see the consultant then it takes three months for a report and three months for a program planning session. By that time the year is over."

Regardless of resources available a significant factor is the degree of involvement of teachers and directors in determining the needs of children and nature of the service to be effective, and decision-making in regard to fund allocation.

The general impression is that 'imposed' decisions are not sensitive to the real needs of the children and thus services are not organized to meet their needs.

A personal approach is necessary. School level planning is imperative. Communication is a critical factor. The lack of school level governance is repeatedly voiced as a problem. Prompt accessibility must be inherent in the organizational structure.

Again educators look for direction from Saskatchewan Education. They want to know who begins to reach out to the social, community, parental and staff/program support services -- What is the organizational flow?

Services in general appear so disorganized that local schools are overwhelmed by the task of resourcing to meet local needs and are ham strung by lack of decision-making power to really act.

In summary an organizational structure is needed to facilitate local choice and local needs. It places the power at the school level, supported by commitment and input from all levels of government.

In the area of social services Conway (1980) suggests involvement of a school team (administration, classroom teacher, support personnel and students). Miller and Menchinger (1970) use guidance around which to build pupil personnel services in order to stimulate self activity through facilitating situations (p.302). Shookner (1981) considers services based on needs as essential.

In health services the early intervention focus and school health educators are supported by Russell (1979), Holden (1980) and Ray (1981) as ways to overcome organizational problems.

Shared Service kinds of programs are advocated by Coulter (1976) Lovelass (1976) and APSEA (1982).

Krause (1982) and Curtis (1982) describe similar projects using community workers to resolve problems which overlap services. Such approaches are supported by Costin (1978) Watson (1977) Miles and Ury (1978) and Silver (1981) relative to other kinds of social support services.

There are over 60 references describing organizational problems and ways to avoid them in Olesen (1983) relative to community and parental support service. Such organizational concerns include participation at six levels (Fantini, 1975); public relations curriculum and instruction support, crisis resolution, governance, legal resources and lobbying.

A NWCEDC facts sheet quotes Kelly (1974) who identifies the following factors:

> The following ten (10) factors related to successful community education development were identified by directors of centers for community education and local school systems involved in implementing community education.
>
> 1. Understanding and support of the community education concept by the school administrators, including the superintendent.
>
> 2. A Board of Education resolution indicating understanding of and commitment to the community education concept.

3. A significant segment of the community, including the power structure of the community and school system, exposed to the community education concept.

4. Dollar support from the public school system's regular school budget committed to the community education program.

5. One or more trained community educators employed by the school system.

6. An identifiable structure assuring representative participation in the operation of the community education program.

7. School faculty support of the community education concept.

8. School system encouagement of co-operation with other agencies including use of school buildings.

9. Regular participation in training programs and workshops by those specifically involved in the community education program.

10. Establishment of a means of performance assessment and evaluation.

In order to overcome problems, Fantini (1975) Moyer (1982) and Minzey (1974) advocate in depth paticipation from all citizens. They describe concerns and solutions relative to governance.

The organizational concerns about volunteerism are reported by Miles and Ury (1981); about Community Schools in Friesen and Hunt (1979); about advisory groups, Gores (1973). Each author also offers many solutions some of which are detailed in this paper as models.

In reference to staff/program support services the organizational problem related to input is discussed. Burch and Danley, (1978) Erlandson and Pastor (1981) Grecorc and Hendrix, (1973) Thompson, (1979) describe the dissatisfaction that arises due to communication and lack of 'weight' given to teacher input. The need for written policy is supported by Martin (1977) and Evans (1981). The importance of role definition as a factor in successful services is supported by Kelly and Dillon (1978) and Trohanis and Jackson, (1980). The need for a principal as the 'key' personnel in staff/program services is described by Benjamin (1981) Clark et al (1980) and (Shoemaker and Frazer, 1981). Kelly and Dillon (1978) also describe the use of what Saskatchewan calls Curriculum Implementors.

Joyce and Showers (1980) one of many authors to describe organizational needs, identifies five components of inservice training: "presentation of theory, demonstration of skills, practice in classroom or simulated settings, feedback about performances and in classroom coaching" p.385. Lawrence (1974) concluded that "successful programs -- involve teachers in

planning and management -- and provide -- for practice and feedback" p.43.

Current staff/program development problems are summed up by Wood and Thompson (1980):

> "Inservice teacher training -- is the slum of -- education. It is disadvantaged, poverty stricken, neglected and has little effect." "Staff development personnel -- view teachers -- as needing to be controlled and wishing to avoid responsibility". p375-376

Just which organization or level of education is responsible for what type of staff/program support service is an unresolved facet of the organizational issue.

While the above literature relates to the services by types, the following authors refer to support services in general.

In education, Morris (1981) says that "the real power belongs to the funding agencies". By allocating funding authority at the local level the power of governance could be transferred.

In summary the literature substantiates the interviewee's comments relative to the problems which define this organizational issue.

While 'being a social agent' issue is philosophical in nature, this issue in reality is essentially a political one. For it becomes a question of decentralization or centralization of power.

This project and the literature vote for decentralization because with school level governance the specific needs of children can be coupled with locally tailored services. Funding control insures that the nature of these services will address specific needs and demands local accountability relative to needs assessment and service effectiveness.

Decentralization could provide the flexibility necessary to facilitate choice, specific needs, various policy/procedures and roles definitions, various fund allocations, and different administrative styles. It could insure that decisions are not imposed. Local planning, a personal approach and effective access could be addressed through decentralization. Ziegler quoted in ERIC Research Action Brief #3 (1977) warns about the perils of being isolated from the community.

The challenge is before us!

What decentralization does not ensure is a flow of information and the commitment of support of all levels of government. To address this problem the Synthesis Paper turns to the third issue.

Issue 3: Should Services be Co-ordinated?

The discussion of how should services be organized assumed that they 'should' be organized. However, this discussion is initially limited to a discussion of whether services are to be co-ordinated at all. The lay issue is responsibility.

These questions were asked by interviewees. Who reaches out to whom? Who pays? How are the costs divided? At what level should services be co-ordinated? Who has the final authority? Whose guidelines do we follow? What about confidentiality? What about competing structures? Who has to change to facilitate access? How is an effective, self-updating communication system developed for all concerned; students, parents, school personnel, community personnel, support service personnel and all agency/government participants?

> "We have to know where we stand at the ministerial levels because children are falling between the cracks of services. There's so much hassle about who is responsible that little is done."
>
> "We need catalogs of services, ideas, a registry of consultants from which to select. We don't know how much is out there."
>
> "My division is in three different regions, one for each government department. I know my way around now, but each time personnel changes the ripple effect is tremendous and the services differ."
>
> "I don't know who to turn to for help, they're always changing programs, policies, procedures. They have to be co-ordinated."
>
> "Due to confidentiality, one family was being 'helped' by 3 different groups and no one knew. What a waste! What confusion."

Interviewees agree that services should be co-ordinated. Following are ideas about they want them to be co-ordinated. First they want to be informed about services -- all services. Second, they want a clearly defined system of services particularly social services which eliminates hassles preventing their effective use. Third, they want the government departments to provide up-to-date information regarding methods of facilitating these services. Particularly clear is the need for new resources in the areas of community and parental involvement support services. Staff/program developments services require first a decision about whether to co-ordinate and then a multi-facited support service which clearly allocates responsibility of various types of supports to one specific agency/group/organization or (if co-ordination is not accepted) to a clearly role-designated set of organizations.

Craig (1981) describes the problems as:

> (a) the political, fiscal, and professional independence of the schools and other governmental agencies; (b) the tradition that each agency services the needs of its own target populations; (c) the unresolved issue of fiscal responsibility for services provided by nonschool agencies; and (d) the lack of flexibility in the laws or regulations that affect the schools' ability to administer the program effectively.

Sarata (1978) suggests that the factors delaying prompt service are inadequate referral system, difficulties with scheduling and work flow, conflicting priorities of various services, incomplete information about each other's needs and procedures on how to resource p.16.

Ceja and Lopez (California State Department, 1973) list co-ordination as a high priority in order to build a parental involvement program.

On one hand interviewees request that the schools representing Saskatchewan people become social agents in a decentralized organizational structure. At the same time that funds are to be school governed and decisions locally made, the schools need support, fund sources and resources from anywhere services are available. Thus co-ordination is to act as a liaison between the school and resources.

Following is a summary describing how services should be co-ordinated. It is supported by interviewee comments and in literature references to possible solutions to the problems just reported are also included.

Co-ordination does not embody the centralization of power. The power is in the local school. Co-ordination occurs through government and agency systems for the benefit of each child at the local level. It is responsible for constructing channels. The local school initiates facilitates and manages the flow through these channels.

Interdepartmental, intradepartmental and interagency co-ordination by the ministerial and top agency management levels (Alder, 1980) to all participants provide channels which; cut across territories to help a child; 'Rob Peter to Pay Paul' to help a child; free up funds to provide school level co-ordinators; clarify expectations, roles, leadership, support parameters; (including trustee/local board responsibility), eliminate overlap/gaps and the waste of energy, funds and time, and facilitates the sharing of resources, planning funding to benefit children (Health/Education/Social Services).

Issue 4: How Should Local Features be Accommodated?

This issue also emerged due to problems in the schools. Interviewees comments below offer evidence of the more specific kinds of difficulties experienced in schools.

Notice, that this issue does not involve whether local features should be accommodated. That issue was never in debate. Saskatchewan educators assume that local features are the most important factors in any system particularly the school system. The proof that a system works if it accommodates local features. In addition the responses of the educators around issues 1, 2, 3 also confirm that local features become a pivotal point in order to determine whether to be a social agent, how to organize and whether and how to co-ordinate support services.

The following questions were asked related to how local features should be accommodated given the problems cited above. How can the system be flexible to meet unique needs and to offer fair opportunity? How should Regional Services and the Shared Service program either singly or together facilitate local features? Should coterminus boundaries among departments be finally resolved to facilitate local accommodation? How can the designation process for the needs, numbers of exceptional (handicapped, gifted) children account for varying local needs? What about the needs of local 'normal' children? In rural Saskatchewan how can distance, number of children be accommodated? How can the local levels of desired participation (community, parental involvement) be accommodated? How can the local variety of kinds of participation activities become a part of a system of services? How can the local needs of teachers and their systems in balance be accommodated? The interviewees describe the following problems which need accommodation.

> "In my area there are a few children with such divergent kinds of problems that they cannot be taught together."
>
> "We need in-school help, the time and distance to travel renders outside help ineffective."
>
> "I want to work with the gifted child in my classroom but I need time and resources. They're hard to find."
>
> "We have a rural/urban mix of students who urgently need different services."
>
> "We have a lot of single parents. The kids need lots of assurance and many kinds of services."
>
> "We have a large Native population."
>
> "We have a group of 14-16 year olds who lack motivation."

The literature also describes local features to be accommodated due to problems in schools and offers ideas about how it should be done.

The use of in-school personnel to accommodate local features is suggested by Olivarez and Berrier, (1978). Benjamin (1981) Clark et al (1980) and Shoemaker and Fraser (1981) describe school principals as the 'key' in support services. Local input as a way to accommodate local features is prominent in the literature for all services and for each type of service in Martin (1977) Evans (1981) Burch and Danley (1978) Erlandson and Pastor

(1981) Fantini (1975) Gores (1973) and Miles and Ury (1981). A variety of in-school support service workers Russell (1980), Curtis (1982), Krause (1982) are ways to accommodate local features.

In summary the answers, to the questions and problems cited by the interviewees and the problems and solutions reported in the literature are embodied in the responses to issues 1, 2, and 3.

The school is called to act as a social agent facilitated by a decentralized, organizational structure supported by co-ordination among all participating personnel.

MODELS

Among the literature and responses from interviewees numerous ways of facilitating support services are described.

For this synthesis paper models have been extracted for discussion which will form the basis for the Framework and Plan of Action following. As a whole these models accept the challenge of becoming a social agent in a co-ordinated, decentralized organizational structure accommodating local features.

It is at the local school level that social, community, parental and staff/ program support services are organized to meet unique needs and accommodate local features.

Personnel

Eight models advocate the creation of a position in the schools for a support service co-ordinator. Perhaps the most detailed Canadian model is the interdepartmental Community School of Alberta (1981). It provides funding sources, inservices, and insures local control as well as community and parental input. Minzey (1974) details 6 components including the co-ordination of community services and school governance. Minzey's model is based upon work similar to NWSEDC'S Community Development (1982). Cities in Schools (1978) is a project design to co-ordinate services for large groups of youth in difficulty using in-school 'families' and workers.

In Fullan (1982) in a chapter by T. Grieve the principal is the 'key' person to orchestrate change be it in curriculum or service. Input is insured using teacher contact. Developmental centres in Saskatchewan rely heavily upon their directors as key personnel. S.T.F. (1981) builds a supervision project from principals' expertise. Georgia Department of Education (1979) also uses such an approach.

Other personnel who take on the role of service co-ordinator Shookner 1978), Couchman (1981); health education related services Curtis (1982); community workers in regard to attendance Krause (1982); resource centre personnel Wall (1980); resource room personnel Speece (1980) or a team of administrative, teacher, support personnel and student Conway (1980).

Each of these involves personnel whose role includes co-ordinating the needs and input from children, teachers, and administration, parents, community members and service personnel in order to benefit individual children in that particular school. The services may involve professional agencies, teacher inservice and resources, parental and community services or a combination. Detailed planning and reporting is an integral part of the role. Evaluation and accountability is crucial.

The Alberta (1981) Model provides a critical ingredient for the Saskatchewan situation -- choice. This model is not imposed, the school and community must actively participate in order to become involved. Saskatchewan educators have made it abundantly clear that the most positive programs are those which have been created by choice based on local needs and designed locally to accommodate local conditions be it in a rural or urban area.

The Alberta (1981) Model as well as others (T. Grieve in Fullan, 1982) insures that there is local control of funds and that these funds are available as witness of government commitment and support. Senft and Snide (1980) model the use of decentralized funding.

The problems of access are eliminated because services are locally provided and controlled.

Co-ordination

While the school personnel organizes and even provides some services, the sources of resources, services, and support are co-ordinated both at the local levels and at three other levels. The local school personnel then draws upon these as needed.

The first co-ordinating level could occur at various points within the system.

T. Grieve in Fullan (1982) uses the district level to co-ordinate resources while local advisory committees, and community volunteers serve as other models for co-ordination. Sleight (1978) co-ordinates services among feeder schools while Dloughy (1982) describes how students help to co-ordinate their own services.

A shared service approach is often described. Saskatchewan Education (1982) co-ordinates resources to be shared at a divisional level. Coulter (1976) describes rural district co-ordination using a weekly service and third party consultation. An interagency committee can be co-ordinated as part of a Shared Service program.

Other co-ordination occurs at the department level. Mott (1981 (1980) describes interdepartmental task forces to co-ordinate health and school counseling/guidance. Gilmen et al (1979) plan to avoid overlap in service. The Alberta Model (1980, 1981) previously described also involves inter-departmental co-ordination.

Finally, co-ordination occurs at least initially at the ministerial level. APSEA (1982) and Roy (1981) describes how interagency co-ordination can occur provincially and federally to co-operatively provide services for children. Alden (1980) offers numerous ways that ministers can facilitate services.

In all these models the co-ordination is meant to facilitate in every possible way the provision of services by local schools for local needs of children. At the ministerial level fiscal policies, the interface of various legislative Acts, the co-ordination of responsibilities and inter-departmental/interagency co-operation all require negotiation. At the departmental level resources, guidelines, procedures between and among departments and agencies requires research and careful planning to insure flexibility. A communication and dissemination of resource systems must be developed and implemented. The first level of co-ordination bridges the gap between department and local schools.

Local schools are charged with the responsibility of assessing needs as perceived by a wide range of participants (Speece, 1980); detailed, careful planning of every step to insure full and complete participation (Maher, 1980); administering all services to insure that it is indeed the children who benefit, (Fantini, 1975) and using the results of rigorous evaluation to recycle the services through change (Healy, 1980) in order to provide an increasingly attuned education for children.

In Fullan (1982), T. Grieve's "The Role of a Curriculum Direction at a School District Level." (1980) concludes:

> The school is the unit of change.
>
> Teacher learning, self-development, and growth are critical.
>
> The principal is a key leader of change.
>
> District guidelines are necessary; the main role of the district is to co-ordinate change by helping schools to identify their own needs, by gathering materials and resources to meet those needs, by providing in-service training support and opportunities, and by monitoring the change process.
>
> Provincial guidelines are legitimate vehicles for testing the goals and needs of teachers and schools in each of the subject areas. District priorities (as distinct from individual school priorities) are kept at a minimum, although most frequently school and district priorities coincide because of the process followed.

Summary

Presented below, in point form, are the principles which were used to develop the framework for delivery, the recommendations and the plan of action contained in the following section.

Principle 1: a decentralized organization structure which is responsive to local needs.
Principle 2: a position in the schools for a support service co-ordinator.
Principle 3: the principal is the key person.
Principle 4: teachers need to be involved in any change process
Principle 5: detailed planning and reporting is an integral part of this role.
Principle 6: the school and community must actively participate to create support service structures.
Principle 7: ensure that there is local control of funds and that these funds are available as witness of government commitment and support.
Principle 8: schools have the responsibility to assess support service needs and administer those services.
Principle 9: evaluation of support services is the responsibility of the school.

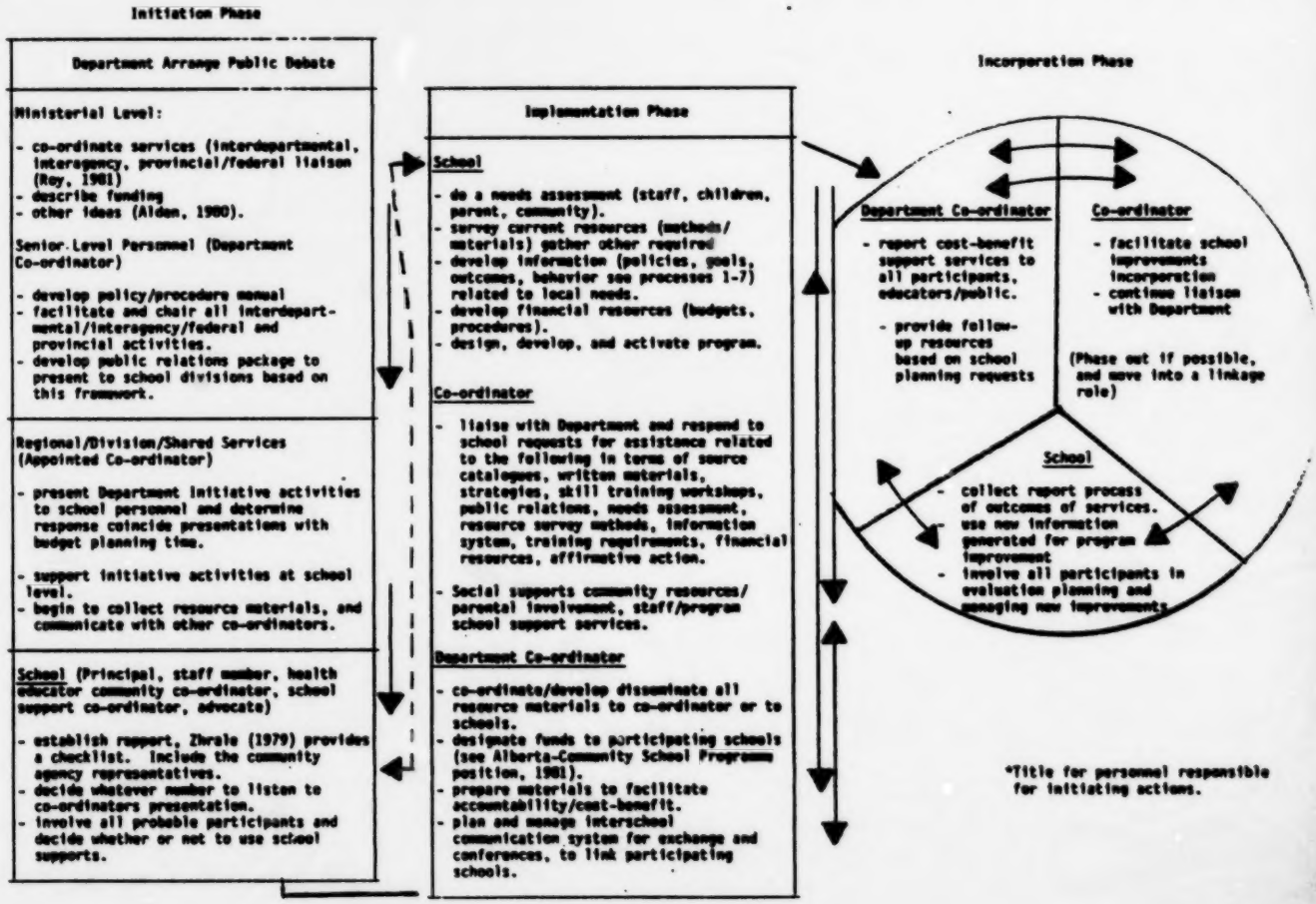
FRAMEWORK FOR DELIVERY OF SUPPORT SERVICES

In accordance with the original terms of reference, a Framework for the Delivery of Support Services has been developed. It is based on information and ideas from the interviewees and literature. The issues, problems and feature of models previously described in this paper have been used in its formation. In order to increase the possibility that services developed from this framework would indeed enhance curriculum and instruction, a process checklist is included in Appendix B. These indicators use the work of Healy (1970).

For a detailed explanation of the formation of the Framework the reader is referred to Olesen (1983). This Synthesis Paper is limited to an explanation of the features of the model.

The Framework flows from left to right and from top to bottom indicated by arrows (--->)

Figure 7
Framework School Support Co-ordinator


Initiation Phase
Department Arrange Public Debate
Ministerial Level:
- co-ordinate services (interdepartmental, interagency, provincial/federal liaison (Roy, 1981)
- describe funding
- other ideas (Alden, 1980).
Senior Level Personnel (Department Co-ordinator)
- develop policy/procedure manual
- facilitate and chair all interdepartmental/interagency/federal and provincial activities.
- develop public relations package to present to school divisions based on this framework.
Regional/Division/Shared Services (Appointed Co-ordinator)
- present Department initiative activities to school personnel and determine response coincide presentations with budget planning time.
- support initiative activities at school level.
- begin to collect resource materials, and communicate with other co-ordinators.
School (Principal, staff member, health educator community co-ordinator, school support co-ordinator, advocate)
- establish rapport, Zbrale (1979) provides a checklist. Include the community agency representatives.
- decide whatever number to listen to co-ordinators presentation.
- involve all probable participants and decide whether or not to use school supports.
Implementation Phase
School
- do a needs assessment (staff, children, parent, community).
- survey current resources (methods/materials) gather other required
- develop information (policies, goals, outcomes, behavior see processes 1-7) related to local needs.
- develop financial resources (budgets, procedures).
- design, develop, and activate program.
Co-ordinator
- liaise with Department and respond to school requests for assistance related to the following in terms of source catalogues, written materials, strategies, skill training workshops, public relations, needs assessment, resource survey methods, information system, training requirements, financial resources, affirmative action.
- Social supports community resources/parental involvement, staff/program school support services.
Department Co-ordinator
- co-ordinate/develop disseminate all resource materials to co-ordinator or to schools.
- designate funds to participating schools (see Alberta-Community School Programme position, 1981).
- prepare materials to facilitate accountability/cost-benefit.
- plan and manage interschool communication system for exchange and conferences, to link participating schools.
Incorporation Phase
Department Co-ordinator
- report cost-benefit support services to all participants, educators/public.
- provide follow-up resources based on school planning requests
Co-ordinator
- facilitate school improvements incorporation
- continue liaison with Department
(Phase out if possible, and move into a linkage role)
School
- collect report process of outcomes of services.
- use new information generated for program improvement
- involve all participants in evaluation planning and managing new improvements
*Title for personnel responsible for initiating actions.

The framework involves Saskatchewan Education in a leadership role to organize public debate, interagency, interdepartmental liaison and funding. It is at this level that the attitudes toward support services are developed and infused among all participants. It is at this level that commitment to services for children must occur in all relevant departments in the government and among the other agencies with whom liaison is critical.

Initiation Phase

Also during this initiation phase the choice of commitment is solicited from the school level. At the school some preparation work must first be accomplished. A receptive atmosphere requires that a rapport be established with all participants. This receptive atmosphere does not mean that the group must be receptive to this framework or even to services. It means that factors which would be used in a hidden agenda to squelch any kinds of programs do not exist. The school and community desire to work together not against each other as groups or within groups as individuals. Open communication dominates.

When this atmosphere of mutual trust and enthusiasm is in place and if the group chooses, an appointed co-ordinator is requested to give a presentation. This presentation outlines the parameters, features and procedures involved in developing school based support services utilizing in-school personnel. This co-ordinator has been appointed by Saskatchewan Education in a temporary position to present the schools with the ideas and to solicit a decision. If schools are interested then this position lasts as long as it takes the schools to establish, to evaluate and to re-establish or elect to drop out of the project during the initial commitment period. The area co-ordinator could be a seconded person or an expanded number of curriculum implementors. This person will have a job to return to and the value of the in-school support service will 'sell itself' not because people need jobs. Each director would be provided with such a seconded person. Following the initial commitment period the co-ordinator gradually prepares the in-school personnel to work directly with the department co-ordinator.

It is the department co-ordinator who is responsible for developing all initiation, implementation and incorporation phases activities (see Figure 7) after ministerial level commitment has been given. The initiative activities include the development of broad flexible policy/procedure manuals, which focus upon local choice, local funding authority and an attempt to encourage creative solutions to local features. These manuals provide a description of all programmatic components and a clear description of funding parameters.

Hopefully the funding will involve incentive kinds of grants to ensure more in depth services of outstanding quality from more sources (parental/community, staff/program and social support services). These are the richer and final source.

A condition of funding should be evidence of input from all participants, plans for detailed planning, plans for rigorous formative and summative evaluation, and incorporation of its results during the commitment period.

The culmination of these initiation activities by the co-ordinator is a presentation meant to sell the concept. A top quality advertising firm could be involved in the production.

This presentation is examined by the seconded personnel at the first level of co-ordination who have by this time been identified. Along with this presentation, their roles during all three phases are described in detail. The focus of the role is that these people initially sell the concept, solicit choice and do all they can to assist, but not direct the local school community to develop services. Those people work to obtain resources from the department or others. Again freedom to resource, including funding, is absolutely necessary. The co-ordinators are professional and capable of sound judgments.

A feature of this concept which needs clarification is in-school personnel (see Olesen, 1983, for more details). Funds would be made available to create a position at each school that elects to use support services in this manner. This position is funded by the project. It doesn't deplete the funds in the school in any way. Depending on the needs as identified by the school it can be a full or part-time position. The rigorous evaluation including cost/benefit accountability will deter the wasting of funds for a full time wage when the needs add up to a part-time position. The sources of some of these funds could come from other participating departments and agencies. However, the strings attached to these funds if any, would need to be negotiated at the ministerial level and clearly presented as parameters during the initial presentation to schools. Some funds would of course come from Saskatchewan Education as an investment in children.

Following the initial presentation at the school level the participants (school, community, parents, agencies, students) need to make a choice. This is a choice to become committed to the project for a specific amount of time (the length is their choice). During this initial commitment period all three phases of the framework are to be put in place including the results of evaluation. The reason for evaluation inclusion is that these results may be crucial in providing quality services, establishing a real cost/benefit and convincing participants that co-operatively implemented adjustments can bring the desired results. The timing of this choice should coincide with yearly budget planning in order that a certain flexibility is still possible.

Implementation Phase

Now the second phase of the framework begins. Simultaneously three levels of participants are at work as outlined in Figure 7. In essence the school level organizes activities while the co-ordinators at an (area) divisional level and the department level co-ordinator respond proactively and reactively. The department co-ordinator guards the effectiveness of the commun-

ication and resourcing systems, while the area co-ordinator guards the facilitation of local needs.

Before the incorporation phase the accountability/cost-benefit portion of the project will be carefully planned, tested and evaluated. It involves wide ranging input and yet adheres to the type of evaluation as indicated in the initial presentation to schools.

Incorporation Phase

This final phase for the initial commitment period again is initiated by the school but is based on co-ordinated support from other levels. The school is responsible for activating the results into their services and re-evaluating the new results.

The area co-ordinator again facilitates school/department interchange, and is particularly attuned to being an advocate for local needs. The department's prime role after developing an evaluation package is to fairly ascertain cost/benefits and accountability, and to publically report these findings.

After these three phases have been completed the schools and the departments are offered a choice of renewing their commitment.

The cost/benefits will no doubt have much influence upon the renewal of commitment at all levels.

There must be sufficient funds available so that the real cost/benefits of a truly decentralized, co-ordinated in-school, locally controlled, completely involved community suport service system may be evaluated. Support services deserve an honest try, for it is through them that Saskatchewan may move from merely schooling to educating its children.

RECOMMENDATIONS AND THE PLAN OF ACTION

In accordance with the original terms of reference for the report (Olesen, 1983) a Framework for the Delivery of Support Services has been developed. It is based on information and ideas from the interviewees and the literature. The issues, problems and feature of models previously described in this paper have been used in its formation.

The present review has identified some areas of need. These include provision for:

1. lessening time constraints upon teachers
2. identifying existing support services
3. publicizing existing support services
4. lessening rural/urban differences in availability of support services
5. the development of shared boundaries in the delivery of support services
6. co-ordination of existing support services
7. creating support services needed by local communities.

The framework for delivery of support services involves Saskatchewan Education in a leadership role to organize public debate, interagency co-operation, interdepartmental liaison and funding. It is at this level that positive attitudes toward support services are encouraged and nurtured among all participants. It is at this level that commitment to services for children must occur in all relevant departments and among the other agencies with whom liaison is critical.

The following is a listing of general recommendations which lead to specific courses of action.

Recommendation	Plan of Action
The School Support Services Sub-Project Committee Recommends That:	
1. The Minister of Education accept a leadership role to actively and vigorously advocate the provision of School Support Services	
2. The Minister of Education take responsibility for arranging and reporting to all participants the results of public debate and publicizing department policy	STEP 1 (a) Through public debate decide whether or not the school system will commit itself as a social agent.
- - - if affirmation is given, proceed - - -	STEP 2
3. The Minister of Education negotiate provincial/federal, interdepartmental/inter-agency co-ordination, support and funding for these services	(a) Determine the interagency/interdepartmental interface of personnel, roles, territories, responsibility and funding which will/will not be committed to support services to school-age children including the staff/ programs involved (b) Procure above information input from Saskatchewan Education, Health, Social Services, Culture and Recreation, Labor and The Justice Departments, SSTA and STF, Chamber of Commerce, universities and community colleges, community and parent organizations. (c) Saskatchewan Education then facilitates the necessary interagency/interdepartmental and co-ordination at all levels. (d) Decide whether to use regional offices/ shared service programs, a combination or to offer a choice from which to co-ordinate the area delivery of all support services. Co-ordination is essential at department, division (area) and school levels. (e) Complete a study of public education finances in order to determine possible funding sources (Walker, 1981). (f) Press for the federal/provincial establishment of the Secretariat for Children's affairs (Roy, 1981). As an interagency/interdepartmental group provide leadership for all other provinces.
- - - if the Minister is satisfied that the negotiated support will facilitate effective provision of services, proceed - - -	

4. The Minister of Education assigns the provision of support services to senior Saskatchewan Education department personnel (Department Co-ordinator).

5. The Minister of Education continue to liaise with other agencies and Ministers in order to maintain a high level of support and commitment to these services in Saskatchewn and in Canada.

6. The Department Co-ordinator be responsible for the activation of the provision of support services.

STEP 3 - At department level

(a) Publicize Steps 1 and 2 above particularly the financial benefits and responsibilities as determined in Step 2.

(b) Develop a detailed presentation based on the Framework and Step 3. Use an attractive motivating, appealing, audio-visual package.

(c) Develop and chair a linkage organization which collects intergovernmental and interagency resources; disseminates information; provides inservice training, support standards, ideas, guidelines for any school divisions in which there are schools who choose to develop school supports.

(d) Determine the division (area) co-ordinator (perhaps a temporary position) with whom to liaise. Provide that person with specific details relative to operationalizing school supports from which schools may select the appropriate mode.

(e) Assign area co-ordinator personnel to facilitate school level decisions about participation in the program. This includes the decision to participate and, if so, how to participate so principals and staff can elect to develop school support or not, and can select how they wish to develop them within their community's context.

(f) Provide follow up and continually monitoring assistance so schools are fully informed.

7. The Area Co-ordinator be responsible for presenting the concept of support services to schools (Step 3b) who are interested as a result of Step 3a.

STEP 4 - At a division (area) level
(a) Insure that Steps 1 and 2 are publicized in the division.
(b) Upon request give presentations on Step 3b.

8. The school make a commitment to provide social programs.

STEP 5 - At the school level
(a) After fully informed, the principal, staff and community members, in an appropriate manner, decide to commit their school to social programs for a particular period of time or not.
(b) At the division (area) level determine those schools which choose to develop school supports.
(c) At the school level the organizational options are considered - (limits, requisites, benefits) and together principal, school staff and community draw up a time-sequenced, phased in plan of action detailing cost/benefit evaluation plans. The assistance of divisional personnel may or may not be required. There is already access to department written resources. Release time, back up substitutes during expansion phase must be included as part of the plan.

9. The Area and Department Co-ordinators support the schools.

STEP 6
(a) At the department (area) level once the decision has been made to develop support services, to develop plans and to activate them; provide principals, staff and community members with leadership training packages, resources and support.
(b) Prepare all resource materials for implementation of services needed by schools and co-ordinators (see Framework).

10. The School plans, activates, evaluates support services in these areas: social, community, parental, staff/program as desired and needed in that school community supported by area/Department Co-ordinators.

STEP 7 - At the school level

(a) The nature and extent of all social, community, parental, staff/program support services are explored, selecting the most appropriate one for the school.

(b) This is phased in by any mutually agreed upon method, using the expertise in one school to develop with other staffs/ community the types of school supports desired.

(c) The plans and procedures are reviewed. (See Appendix B.) The plan is activated.

(d) At the area/department level act as a clearinghouse for all resources from schools and to schools. Focus on evaluation.

(e) Following planned evaluation, the plan of action is revised and continues until the period of commitment is finished. Following the end of this period, a summative evaluation and a decision relative to a new commitment is made the cycle may begin again.

11. The Area Co-ordinator gradually transfers to the department its operational responsibility for support services as a liaison between school and department when the initial commitment is complete.

STEP 8

Co-operatively at the school, area, department level intervention is facilitated in order that all participants are informed and re-oriented. Such interaction also facilitate exchange.

12. Department Co-ordinator and Minister of Education publicize the cost/benefits of the initial commitment period and re-evaluate the project.

STEP 9

(a) Gather and record Step 7d.

(b) Recycle this Plan of Action making necessary changes as a result of Step 7d.

IN SUMMARY

Is Saskatchewan content to offer 'compulsory seat time' as its educational opportunity. It is useless to expend precious money, time and energy trying to educate children if many factors exist which negate the potential effects of that investment. Fiscal restraint means being sure that money invested in support services is done at a sufficient level so that the investment produces the desired results.

There is no choice. In order to facilitate learning, schools must accept the tremendous challenge of becoming a social agent, an advocate for the development of children. This must be done in order to insure that false economy today will not result in yet another cycle of despair for an ever increasing number of children. Children's need for learning may be superceded by more pressing needs. If we are to be charged with compulsory universal education in Saskatchewan then we are charged with addressing disabling personal attributes.

Teachers are able to help buffer children from the effects of disabling needs, if provided with the support services which make available particular types of attention, and which free the teacher's time from rising societal expectations to attend to each child's needs. This means involving committed parents and other community members in being vital parts of each child's education.

If this support is not to be available, then in the Education Act we must reconsider compulsory universal education. It does not seem reasonable to spend money paying the teachers to do a job that cannot be done and it should be kept in mind that tokenism would result in such a use of money. Do the Saskatchewan people really want an education for only those who are fortunate enough to "have" the prerequisites or are we willing to provide support so the "have nots" can become the haves? Are we able to accept the consequences of abandonment?

APPENDIX A

SUMMARY OF SASKATCHEWAN SCHOOL SUPPORT SERVICES

SUMMARY
SASKATCHEWAN SCHOOL SUPPORT SERVICES
(Sample Basis)

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
1. Definitions	- agreement with operational definitions	- broadened to include governance	- broadened to include governance	- agreement with operational definition
Usefulness	- vital, stop dropouts, public commitment, early help	- healthier children - commitment	- caring, understanding of school, co-operation	- behavior change, more help for children
2. Available (to receivers/ dispensers)	- guidance; little, approach varies, high school more articulate than personal guidance, - health-limited in scope but effectively delivered - psychological services approaches vary with size, personnel, assessibility to supports, board philosophy (specific personnel, out reach, central office) - audiology (see health services) - speech - transitory phase, variety of approaches - school social work - inadequate but needed - attendance - articulated but not effective	- variety, usually informal some volunteer programs, a few Local School Advisory Committees	- variety, informal school level (sporatic) board level (much involvement)	- if involved in input re quantity/ quality their services were quite available and varied - policy - varied from explicitely written to judgments by siutation - resources varied by accessibility to services, regional offices, shared service involvement and by size (consultative services - varies, sporatic, inservices varied by input opportunities) - local curriculum development varied by support given in terms of time, funds by needs of school children and most frequently included computer education and work/study programs - funds determined availability
ratings	- most rated 2; 9 rated at 5; no 4's	- most rated 2; no 5's	- most rated 2; no 1's, 4's, 5's	- most rated 2-3; 4 rated at 5; no 1's or 4's

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
Available (from producers - Saskatchewan Education	- Regional Services Division: Special Education, Superintendent, Consultative and Educational Administration Branches.	Policy, Planning and Special Projects: Community Education		- Policy, Planning and Special Projects
	- Administrative and Support Services Division: Saskatchewan School For The Deaf			- Development: Instructional Resources (Curriculum Implementors)
	- Policy, Planning and Special Projects; Shared (Joint) Services			- Regional Services, Superintendents Special Education, Consultative Branches (Small schools, Divisions and Private School Superintendents)
	- No formal inter-agency or intra/inter-governmental co-ordination			- Administrative and Support Services; Saskatchewan School For The Deaf, Book Bureau, Correspondence School,
				- Official Minority Language Offices
- Saskatchewan Health - Saskatchewan Social Services	- Health Promotion and Community Health Branches; (Russell, 1980); as well as information in organizational charts Appendix B)			
- S.S.T.A.		- governance	- governance	- assistance
- S.T.F.				- detailed services; input, resources, local curriculum development and all aspects of professional growth
3. Development	(Varied according to the length of time the interviewers had been in their positions; to the reactive/proactive stance of their boards, to perceived needs of children, to administrative styles, to community populations profile, to involvement in Shared Service programs)			
4. Why needed	- vital, stop dropouts, public commitment, early help	- healthier children - commitment	- caring, understanding of school, co-operation	- behavior change, more help for children
What is not needed	- none except in a few instances due to present level of commitment or to local situation; changes anticipated.			

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
5. Procedures	(Varied; centralized/decentralized administration was a significant factor in procedural approaches and satisfaction)			
	- varied, more involved particularly when related to funds	- more school level decisions and procedures	- more school level decisions and procedures	- varied from imposed to 'evolved' procedures
6. What is needed? How should services be made available	- guidance; services urgently needed (resolve confidentiality issue, create liaison betweeen elementary/high school programs - create more personal guidance focus, - create dropout programs (*provide school level governance co-ordination) - health; expand services, in-school co-ordination - psychological; access-ibility needed, co-ordination in school - speech; services urgently needed in school, more time - audiology; (see health) - social work; services needed in school, co-ordination, educational perspective, accessibility; more personnel; more time	- leadership at Department level, (guidelines, ideas, resources, funds commitment, sample policy and procedures) to demonstrate how local communities may become involved. - how to develop positive attitudes in community teachers - how to involve 14-16 year olds in community in order to be motivated and reskill for school programs	- (see Community Resources Services) - how to operationalize Local School Advisory Councils (ideas, resources, strategies, workshops)	- effective 'input' and implementation opportunities related to policy, planning procedures, consultative services, inservice, local curriculum development and all professional growth experiences - school level decision making, planning and implementation using other resources as needed - trusting personal, professional approach - funds and commitment from all governance levels

(specific groups: Children as clients in Social Services need tutors; French Language, Native, Small School Divisions, Private Schools, Special Education children need adequate specialized resources.)

*Applies to all social services and also among school, community resource, parental involvement, staff/program support services at all governance levels (intergovernmental-ministerial level to school/community level including interagency, interdepartmental co-ordination).

Questions	Social Support Services	Community Resource Services	Parental Involvement Services	Staff/Program Services
7. Effectiveness of what is now available	- most at level 2	- most at level 3	- most at level 3	- most at level 3
8. Comments - Specific -		- How to develop a catalog (Handbok) - Public Relations (How, What) - Dropouts - How to meet needs of 12-16 year olds - Work/Study Programs	- How to involve (handbook) - How to change attitudes - Public Relations	- Instructional strategies for high schools teachers in Multi-grade classrooms - How to supervise teachers, principals, (inservice package) - What is a dynamic effective principal? - Director's Role and Fiscal Responsibility - Contract Inservice - How to get administation and staff together - How to get support services? (Inservice package)
General	distances, provincial standards, equality, normal children, continuing progress, gifted children, core time, role of department, co-ordination, trustee role, reactive/proactive, eliminating competing structures, interagency/interdepartmental/intradepartmental co-ordination social agent dilemma, school flexibility, catalogues of all available services in Saskatchewan.			

APPENDIX B

IMPLEMENTATION PROCESS CHECKLIST

IMPLEMENTATION PROCESS CHECKLIST

In order to increase the possibility that support services will enhance curriculum and instruction, it is important to establish a step-by-step process for implementation of any new system.

The following process checklist is based on Healy (1970).

STEP ONE: Describe, in measurable terms, the goals of the support service(s) in question.

STEP TWO: Arrange for measuring these goals in terms of who, when and where.

STEP THREE: List the obstacles that could impede the desired measurable behaviors of Step One. Procedures for monitoring change are also established.

STEP FOUR: Activities to remove obstacles in Step Three are listed and procedures are developed for continually monitoring the degree to which such behaviors occur.

STEP FIVE: Behaviors which prevent/curtail Step Four behavior are listed and procedures for monitoring their occurance are developed.

STEP SIX: Methods of inducing the behavior from activities of Step Four are defined in measurable terms and arrangement for their measurement are made.

STEP SEVEN: Define procedures to minimize the behaviors of Step Five which could be counterproductive.

STEP EIGHT: Activate the system starting with Step Seven and proceeding to Step One -- reviewing to insure feedback data is provided.

STEP NINE: Collect the data fitting it to the process and outcome criteria. Begin collection before data from all steps is available. It is an ongoing process in order to clarify whether the components are operating and producing the desirable results. Consider the type of analysis including statistical knowledge as the type and form of data collection is used at each step.

STEP TEN: Summarize and make recommendations for improvement including improvements due to Step Nine. After the first cycle of Step One to Step Nine recommendations should be implemented and the system recycled (Summarized; Healy, 1970).

Steps Nine and Ten will reveal how the service is enhancing the curriculum and instruction. This process also provides a process of cycling so eventually the service will enhance the curriculum and instruction as desired by the goals of the service.